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SUBJECT: ECONOMIC POLICY COMMITTEE/WORKING PARTY 2 --
REPORT ON MARCH 16-17 MEETING

REF: DES/NI(78)3, 4, 5

1. SUMMARY: WORKING PARTY REVIEWED PRELIMINARY SECRETARIAT PAPERS ON THE METHODOLOGY OF CONSTRUCTING A DESIRABLE MEDIUM-TERM GROWTH SCENARIO TO 1985, INCLUDING A SELECTION OF COUNTRY NOTES TO ILLUSTRATE THE METHODOLOGY IN ACTION. SETTING HIGH EMPLOYMENT AS THE OBJECTIVE BY 1985, THE SECRETARIAT ATTEMPTS TO DESCRIBE A FEASIBLE BUT OPTIMISTIC GROWTH PATH, CONSTRAINED ONLY BY BEHAVIORAL AND PHYSICAL PARAMETERS NOT SUBJECT TO LIMITED OFFICIAL USE

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ECONOMIC POLICY IN THE WIDEST SENSE. THE WP ACCEPTED THIS "SUPPLY CONSTRAINED" APPROACH, BUT FELT THAT DEMAND FACTORS SHOULD BE INCLUDED SO THAT THE RESULT WOULD BE REALISTIC, THUS RELEVANT TO POLICY. TO CLEARLY ILLUSTRATE THAT POLICY ACTION IS NEEDED TO REACH THE HIGH EMPLOYMENT PATH, MOST DELEGATES (LED BY U.S. DEL NORDHAUS) INSISTED THAT THE SECRETARIAT DEVELOP, EVEN

IF IN SOMEWHAT LESS DETAIL, A SCENARIO ILLUSTRATIVE OF CONSEQUENCES OF CONTINUATION OF CURRENT POLICIES (THE LOWER PATH). THE SECRETARIAT WAS ALSO ASKED TO IDENTIFY MAJOR CONSTRAINTS IN THE WAY OF REACHING THE HIGHER PATH AND TO INDICATE THE MAGNITUDE AND TYPES OF POLICY ACTION NEEDED. ALTHOUGH THE FULLY ARTICULATED SCENARIO WILL NOT BE COMPLETED UNTIL NEXT FALL, MAY MEETING OF EPC WILL BE GIVEN PRELIMINARY DOCUMENTS AND CHAIRMAN OF WP-2 (SCHREINER, NORWAY) WILL REPORT TO EPC ON THE KEY POLICY THEMES EMERGING FROM WP-2 WORK. THESE THEMES MAY ALSO APPEAR IN DOCUMENTATION FOR OECD MINISTERIAL IN JUNE. IN ADDITION TO ELABORATING THESE THEMES, THE WP WILL, AT ITS MAY 18-19 MEETING, EXAMINE CAREFULLY THE EXTERNAL SECTOR OF THE SCENARIO, WITH EVENTUAL REVIEW BY WP-3 (OR AN EXPERTS GROUP THEREOF) CONTEMPORANEOUSLY. END SUMMARY

2. HIGH EMPLOYMENT SCENARIO: SECRETARIAT WILL EXTEND METHODOLOGY EMPLOYED FOR COUNTRY NOTES IN DES/NI(78)4 TO ENCOMPASS WIDER RANGE OF OECD MEMBER COUNTRIES AND TO "ENDOGENIZE" BALANCE-OF-PAYMENTS POSITIONS (TRADE FLOWS) WITHIN OECD AREA. WORKING PARTY GENERALLY ACCEPTED SECRETARIAT'S SUPPLY SIDE CONSTRAINED APPROACH TO CONSTRUCTING A "FEASIBLE" IF SOMEWHAT OPTIMISTIC SCENARIO WITH GOAL OF RESTORING FULL EMPLOYMENT BY 1985. MOST DELS (WITH EXCEPTION OF FRG, JAPAN AND AUSTRALIA) LIMITED OFFICIAL USE

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FELT THAT ACCELERATED GROWTH SCENARIO WAS BOTH FEASIBLE AND DESIRABLE. U.S. AND SOME OTHER DELS POINTED TO DANGER INHERENT IN "INVESTMENT REQUIREMENTS" METHODOLOGY AND IN ASSUMPTIONS THAT NECESSARY DEMAND CONDITIONS WOULD DEVELOP AND STRUCTURAL PROBLEMS WOULD BE RESOLVED -- SINCE IT IS UNLIKELY THESE REQUIREMENTS AND ASSUMPTIONS WILL BE MET WITHOUT POLICY CHANGES. ALL EUROPEAN DELS NOTED THAT SECRETARIAT'S WORKING HYPOTHESIS ABOUT WORLD TRADE (8 PERCENT ANNUAL GROWTH AFTER 1979) WAS UNREALISTICALLY HIGH -- AND ADDED THAT DEPENDENCE OF THEIR ECONOMIES ON TRADE GROWTH WAS SUCH THAT THEY COULD NOT MEANINGFULLY COMMENT ON SECRETARIAT'S COUNTRY NOTES EXCEPT IN ABSTRACT. MOST DELS HIGHLIGHTED VARIOUS "STRUCTURAL" PROBLEMS -- RANGING FROM SECTORAL TO FACTOR SHARES TO BALANCE OF PAYMENTS TO LABOR MARKETS -- WHICH WERE NOT IN THEIR OPINION SUBJECT TO REDRESS BY MACRO POLICY, AND WOULD THEREFORE REQUIRE SUPPLEMENTARY POLICY PACKAGE, INCLUDING INCOMES POLICY FOR SOME, AND LARGE DOSE OF POLITICAL WILL TO RESTORE CERTAIN FUNDAMENTAL BALANCES TO THE SYSTEM. FOR SPECIFIC COUNTRY NOTES OF INTEREST, SEE PARA. 5.

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3. CURRENT TRENDS SCENARIO: MUCH PRODDING, INITIATED BY THE CHAIRMAN AND STRONGLY SECONDED BY THE U.S. DEL WITH MOST OTHERS JOINING IN, RESULTED IN SECRETARIAT AGREEMENT TO PRODUCE SECOND, BUT LESS DETAILED, SCENARIO TO ILLUSTRATE 1985 ECONOMIC PROSPECTS IF CURRENT POLICY MAINTAINED -- I.E., A LONG-TERM VARIANT ON THE SECRETARIAT'S FAMOUS NO-POLICY-CHANGE ASSUMPTION. WORKING PARTY URGED THIS COURSE TO PROVIDE A COUNTER-POINT FOR THE FULL EMPLOYMENT SCENARIO, TO CLEARLY OUTLINE THE POSSIBLE DEGREE OF DIVERGENCE AND THE RELATIVE COSTS/BENEFITS OF THE TWO ALTERNATIVES, THUS PROVIDING -- IT IS HOPED -- A BETTER DOCUMENTED CASE FOR CONCERTED ACTION TO GET ON THE HIGHER PATH. SOME FEARS WERE EXPRESSED THAT A SO-CALLED "LOW TRACK" WOULD PROVIDE A LIMITED OFFICIAL USE

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COMFORTABLE EXCUSE FOR SOME COUNTRIES IN ADOPTING NECESSARY POLICY CHANGES. A FEW OTHERS SEEMED TO REFLECT SENSE OF RESIGNATION AND SUGGESTED THAT THE SECRETARIAT ALSO DESCRIBE THE VIRTUES OF SLOW GROWTH AND THE POLICIES AND SOCIAL ATTITUDES NECESSARY TO ADJUST TO IT IN THE LONG TERM.

4. TRANSITION AND CONSTRAINTS: WP FAULTED SECRETARIAT FOR ASSUMING AWAY RATHER THAN ADDRESSING THE CONSTRAINTS WHICH MAY PREVENT THE OECD AREA, AND INDIVIDUAL COUNTRIES FROM ATTAINING THE HIGH EMPLOYMENT SCENARIO. MOST FELT THAT THE EXERCISE WOULD RESULT IN LITTLE OF VALUE UNLESS SECRETARIAT IDENTIFIES AND ANALYZES THE PRINCIPAL CONSTRAINTS, GOING AS FAR AS POSSIBLE IN RECOMMENDING WAYS TO REMOVE OR AMELIORATE THEM. PROBLEMS SUCH AS HOW TO INDUCE THE NECESSARY PRIVATE INVESTMENT, THE SUSTAINABILITY OF HIGH GOVERNMENT DEFICITS, STRUCTURAL ADJUSTMENT, PROTECTIONIST PRESSURES, INFLATION AND BALANCE OF PAYMENTS IMBALANCES WERE AMONG THE MANY POTENTIAL CONSTRAINTS MENTIONED BY DELEGATES. U.S. DEL REQUESTED THAT SECRETARIAT DISTINGUISH IN ITS ANALYSIS THOSE CONSTRAINTS THAT COULD BE CONSIDERED "PHYSICAL" (OR IMMUTABLE) AND THOSE THAT WERE SUBJECT TO POLICY ACTIONS -- IN THE WIDEST SOCIO-POLITICAL SENSE. IN LIGHT OF THE CONSTRAINTS SO IDENTIFIED, THE SECRETARIAT WAS ASKED TO DESCRIBE THE POLICY PACKAGE NECESSARY FOR A TRANSITION FROM THE "CURRENT TRENDS" SCENARIO TO THE "HIGH EMPLOYMENT" TRACK. THIS DESCRIPTION SHOULD ALSO INCLUDE THE "COSTS" OF REACHING A HIGHER TRACK; E.G., POSSIBLE HIGHER RAW MATERIALS (ENERGY) PRICES, INFLATION, LARGER GOVERNMENT DEFICITS, ETC. SECRETARIAT AGREED TO THIS COURSE, BUT DEMURRED ON THE NEED FOR WP-2 TO CATALOGUE, ANALYZE AND "SOLVE" ALL POSSIBLE PROBLEMS SINCE OTHER COMMITTEES LIMITED OFFICIAL USE

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OF OECD AS WELL AS NATIONAL ADMINISTRATIONS WERE ALL DOING PARTS OF THE PUZZLE, AND THESE COULD BE INTEGRATED INTO THE SCENARIO AT A LATER STAGE. IN ADDITION, WP-2 SCENARIO WILL PROVIDE MACRO-FRAMEWORK FOR ONGOING WORK IN SPECIALIZED DIRECTORATES OF OECD ON LABOR FORCE PROJECTIONS (MANPOWER AND SOCIAL AFFAIRS), FUTURE INDUSTRIAL STRUCTURES (INDUSTRY DIRECTORATE), LDC CAPITAL IMPORT REQUIREMENTS (DAC), TO MENTION ONLY A FEW.

5. COUNTRY NOTES:

UNITED STATES -- U.S. DEL GENERALLY AGREED WITH SECRETARIAT NOTES ON U.S., BUT SUGGESTED SOME ALTERATIONS:

(A) RAISING TARGET UNEMPLOYMENT RATE FOR 1985 (TO ACCOUNT FOR SOMEWHAT HIGHER STRUCTURAL UNEMPLOYMENT); (B) INCREASING RATE OF GROWTH OF LABOR FORCE; AND, (C) REDISTRIBUTING INVESTMENT TOWARD RESIDENTIAL AWAY FROM NON-RESIDENTIAL COMPONENTS. U.S. DEL JUDGED THAT SECRETARIAT'S GROWTH PATH TO 1980 WAS TOO SLOW GIVEN RECENT STRENGTH IN THE U.S. ECONOMY. AFTER 1980, AFTER THE POTENTIAL OUTPUT GAP IS CLOSED, SOME SLOWDOWN IS DESIRABLE TO RETURN TO LONG-TERM GROWTH POTENTIAL. PROJECTION OF INVESTMENT REQUIREMENTS IN SECRETARIAT'S NOTES WAS DESCRIBED AS UNREALISTICALLY HIGH -- BOTH AS PERCENTAGE OF GNP AND AS FUNCTION OF LIKELY DEMAND FOR INVESTMENT, ESPECIALLY GIVEN PRESENT POLICY ENVIRONMENT. IN RESPONSE TO SOME PRESSURE (FROM AUSTRALIAN DEL) ON CURRENT ACCOUNT DEFICIT, U.S. DEL STATED THAT ON BASIS OF FUNDAMENTALS (ENERGY IMPORTS, CYCLICAL PHASING AND U.S. COMPETITIVE POSITION) DEFICIT SHOULD BE SIGNIFICANTLY LESS DISTURBING IN THE INTERVAL TO 1985 THAN DURING LAST FEW YEARS.

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JAPAN -- JAPANESE DEL (TOYAMA, EPA) REPEATEDLY STATED THAT SECRETARIAT'S PROJECTION OF JAPANESE CURRENT ACCOUNT WAS UNREALISTICALLY HIGH -- BUT OFFERED NO EVIDENCE TO SUPPORT HIS CASE. JAPAN FEELS IT MUST ADJUST TO LOWER TREND GROWTH AND DOES NOT EXPECT TO BE ABLE TO CLOSE THE GAP BETWEEN ACTUAL AND POTENTIAL OUTPUT BY 1985, THUS INVESTMENT WILL CONTINUE AT DEPRESSED LEVELS. PRIVATE CONSUMPTION MAY, HOWEVER, BE MORE BUOYANT THAN SECRETARIAT EXPECTS, ALTHOUGH GOVERNMENT INTENDS TO RAISE (THAT'S RIGHT -- RAISE) TAXES IN ORDER TO REDUCE GOVERNMENT'S DEPENDENCE ON DEBT FINANCING.

GERMANY -- AFTER ISSUING A FORMAL PROTEST ON THE FIRST DAY THAT THE DOCUMENTS FOR THE MEETING WERE DISTRIBUTED LIMITED OFFICIAL USE

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TOO LATE FOR THOROUGH REVIEW BY INTERESTED GERMAN AGENCIES, THE FRG DELEGATION (RANZ, ECONOMICS AND NEUTHINGER, FINANCE) HELD FORTH FOR OVER AN HOUR TO OPEN THE SECOND DAY WITH A CRITIQUE OF THE SECRETARIAT'S NOTES ON GERMANY. THE REMARKS CAN BE MOST ADEQUATELY SUMMARIZED BY THE GERMAN DELEGATES' CLOSING STATEMENT -- AS TRANSLATED QUOTE THE PROBLEMS FACING GERMAN ECONOMISTS ARE FUNDAMENTALLY DIFFERENT FROM THOSE ASSUMED BY THE SECRETARIAT -- WE ACCEPT SLOW GROWTH AND ARE ASKING HOW WE CAN RETURN TO FULL EMPLOYMENT IN A SLOW GROWTH SITUATION. UNQUOTE. THIS PROPHECY OF GLOOM SEEMS TO DRAW FROM THE BELIEF THAT CONSUMERS ARE SATURATED; BUSINESS IS UNCERTAIN, FEARFUL AND UNDER-REMUNERATED; GOVERNMENTS HAVE RUN OUT OF PROJECTS TO SPEND MONEY ON; WORLD TRADE DOESN'T SEEM LIKELY TO RECOVER. ATTEMPTS BY U.S. DEL AND OTHERS TO GET FRG DELEGATION TO ADDRESS QUESTIONS OF E.G. POTENTIAL OUTPUT, EXTENT OF FACTOR SHARE IMBALANCES, ADVANTAGES OF FASTER VS. SLOWER GROWTH FOR ADJUSTMENT PROCESS, WERE CIRCUMNAVIGATED. FRG DELEGATION LAID GREATEST EMPHASIS ON NEED FOR INVESTMENT RECOVERY -- NOTING INTER ALIA NEED TO RESTORE PROFIT SHARE AND REDUCE INFLATION, BUT AT ONE POINT ASKED, "IF STIMULUS (TO REVIVE INVESTMENT) DOESN'T COME FROM EXPORT GROWTH, WHERE CAN IT COME FROM?" BUNDESBANK REP (SCHIEFER) WAS UNEQUIVOCAL IN STATING THAT INFLATION RATE CITED BY SECRETARIAT (5-1/2 PERCENT - 1985) WAS UNACCEPTABLE AND THAT BUNDESBANK WOULD TAKE POLICY ACTION NECESSARY TO PREVENT ITS OCCURRING.

6. WP-2 WORK PROGRAM: FOR NEXT MEETING (MAY 18-19), SECRETARIAT WILL PREPARE PRELIMINARY PAPERS ON THE TWO SCENARIOS AND THE POLICY/CONSTRAINTS ASPECTS OF THE TRANSITION. REVISION OF THE EXTERNAL SECTOR OF THE HIGH EMPLOYMENT SCENARIO WILL BE HIGH PRIORITY TASK OF LIMITED OFFICIAL USE

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SECRETARIAT BEFORE MAY MEETING -- AND DISCUSSION OF RESULTING IMPLICATIONS FOR GROWTH OF WORLD TRADE, COMPETITIVE POSITIONS, EXCHANGE RATES, BOP AND BOP FINANCING WILL BE CENTRAL TO THAT MEETING. DRAWING ON THE PAPERS FOR THE MAY MEETING (WHICH WILL ALSO BE AVAILABLE TO EPC) AND THE DISCUSSION, THE CHAIRMAN OF WP-2 WILL REPORT TO EPC ON THE PROGRESS IN CONSTRUCTING THE 1985 SCENARIO. HE INFORMED THE WORKING PARTY THAT HE INTENDS TO STRUCTURE HIS REPORT AROUND MAJOR THEMES EMERGING FROM THE WORK WHICH WOULD BE USEFUL TO EPC IN ASSESSING THE PRESENT SITUATION AND DETERMINING THE POLICY ACTION NECESSARY IN THE SHORT TERM. IT IS LIKELY THAT THESE EMERGING THEMES WOULD ALSO BE USED IN PAPERS PREPARED FOR THE OECD MINISTERIAL IN JUNE. THE WORKING PARTY DID NOT DISCUSS THE POSSIBLE THEMES IN DETAIL, PARTICULARLY GIVEN THE GENERAL DESIRE TO HAVE DEVELOPED A "CURRENT TRENDS" SCENARIO TO USE AS A BASE CASE. NEVERTHELESS, IT WAS CLEAR THAT WP-2 FELT THAT THE SECRETARIAT'S SUGGESTED THEMES (DES/NI(78)5, PARA. 17) DID NOT ADEQUATELY TREAT THE CONSTRAINTS AND POLICY CONSIDERATIONS. PRESENT PLANS CALL FOR A REVIEW BY WP-2 OF THE COMPLETED SCENARIO IN THE FALL, WITH PUBLICATION POSSIBLY IN DECEMBER.

7. COORDINATION WITH WP-3: SECRETARIAT'S INTENTION THAT WP-2 SCENARIO WOULD BE REVIEWED BY WP-3 FOR CONSISTENCY AND REALISM OF BOP PROJECTION HAS BEEN UPSET BY RESCHEDULING OF SOME MEETINGS, AS WELL AS SLIPPAGE IN WP-2 SCHEDULE. SECRETARIAT NOW CONSIDERING POSSIBILITY OF SPECIAL MEETING OF WP-3, OR AN EXPERTS GROUP, TO REVIEW THE EXTERNAL SECTOR OF THE SCENARIO BEFORE THE FALL WP-2 MEETING.
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